

FINAL DRAFT

USAID/India Gender Assessment

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“Poor human development is perhaps the principal longer-term constraint on India’s growth. True empowerment of the female half of India’s population through improved access to quality education, health legal and credit services is fundamental.” Parameters Paper, USAID/India, June, 2001

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Our work reflects the views of many individuals within the Mission and in outside organizations, however, the final Report and recommendations represent the views of the authors.

Executive Summary

As part of the process of developing a new Mission strategy for the next five to ten year period, the USAID Mission in India conducted a gender assessment to help determine how gender issues should be addressed in the future. The issue is particularly relevant to India, where women face strong cultural and social biases that present major obstacles to their obtaining quality healthcare, secure livelihoods, political enfranchisement and social equality. Gender-based violence and sexual and economic exploitation also are part of the reality for many Indian women and girls. These barriers to gender equality abrogate the human rights of women, and they compromise the effectiveness of development investments. Despite the discrimination they face, women play a critical role in the survival of their families and the economic development of their communities.

The purpose of this assessment is to help the Mission in its planning process by examining the gender dimensions of current programs and recommending approaches to gender that will improve the status of women and girls and increase development impacts in the next five to ten years.

Many Mission programs are already having a positive impact on the status of women and girls. Strategic Objective teams have implemented programs in which women are participants or primary beneficiaries. The Mission also addresses issues specific to women through a Strategic Objective (SO 9), “Expanded advocacy and service delivery networks for women and girls”. Specific objectives of this paper are to identify opportunities to expand these efforts, to suggest innovative and cross-sectoral activities that increase women’s opportunities and access to services, and to address specific issues like trafficking and violence against women.

This assessment considered three options for addressing gender issues in USAID/New Delhi in the future:

1. Incorporate an explicit gender focus into programs in all areas, but do not maintain a SO or Special Objective (SPO) for the empowerment of women.
2. Concentrate interventions on women’s empowerment within a SO or SPO.
3. Incorporate an explicit gender focus into all strategic program areas and continue to have a SO or SPO specifically addressing gender.

The authors believe that given the widespread disadvantages faced by Indian women and their critical role in development, the third option would allow the Mission to have the most impact not only on women’s status, but also on broader development and economic growth investments. Gender issues must be an integral part of sectoral programs such as HIV/AIDS, decentralization, child health and family planning, water and energy. At the same time, there is a need for the new Mission strategy to have an explicit objective on gender under which issues such as violence against women, trafficking in women and girls, education and child labor, information technology and gender can be addressed.

I. Introduction

As part of its new India strategy development process USAID/New Delhi invited a two-member team comprising Katherine Blakeslee, Director, G/WID, USAID/Washington and David Hirschmann from American University to conduct a gender assessment across Mission activities (SOs). The assessment was to help the Mission identify and highlight concerns that have the potential to negatively or positively affect the success of the Mission's overall investments in other sectors. More specifically, the purpose of the consultancy as defined by the India Mission was to:

- document current scope and impact of the Mission's investments in women's empowerment and (children's) equity;
- review Mission activities across SOs to identify constraints to and/or opportunities for gender participation and responsiveness
- identify key gender (and children's equity) issues and gaps outside of Mission's current and likely scope of investment that represent strong candidates for meaningful high-impact USAID support; and
- suggest possible strategies/approaches and describes illustrative Mission activities to address the gaps.

The team was asked to consider alternative approaches that could be used to address gender issues. Three options were suggested by the Mission: 1) Integration of gender concerns into all SO team activities; 2) Continuation of a separate SPO or SO for Women's Empowerment; and 3) Integration of gender into all SOs and a continuation of a separate SPO or SO for Women's Empowerment.

While in India, the team reviewed concept papers prepared by the Mission SO teams, each of which included an assessment of past performance and lessons and ideas and plans for the future, the Mission R4, and other research papers. The team met with USAID Officers, USAID's implementing partners, other donors, and a variety of Indian NGOs. An NGO round table was organized by the Mission to provide an insight into the problems and issues that confront Indian women and the kind of activities in which the women's organizations are engaged. Full lists of documents consulted and people interviewed are provided as appendices.

USAID Parameters for the India Program

The US Government's partial aid sanctions on India are still in place. Sanctions have led to a curtailment of aid for economic growth but allowed the continuation of aid for social and humanitarian purposes and global climate change. This resulted in a Mission portfolio that is heavily weighted towards the social sectors. If sanctions are lifted, as seems likely, more aid may flow to India and the balance between the social and economic sectors may change with more resources for the latter.

The current Mission program is focused on health, environment, economic development and gender equity. The Mission would like to continue these activities and to develop long term capacity for disaster response and management. If there are additional resources investments in agriculture, education and governance may be explored.

With India's active participation in the pre and post Beijing Conference process, many dimensions of gender inequality have become widely and openly discussed within India and internationally. As a result, gender issues have become somewhat less sensitive, making it easier for the Mission to address them through integration of gender concerns into Mission sectoral programs and through activities specific to women and girls.

II. Women in India

Historically, Indian women have lagged far behind men in terms of economic, social, and political opportunities. In recent years, there has been progress on some indicators of women's status and the central government has shown some willingness to address the issue of women's empowerment through enactment of laws designed to protect women and encourage their participation in political life. Notable among these is the reservation of 33 percent of elected seats at the local level for women, which has given one million women the opportunity to enter the political arena. In many cases, however, attempts to change women's status through legislation have not met expectations due to incomplete implementation, and the situation at the ground level remains largely unchanged. Today, most Indian women remain severely disadvantaged due to deep-seated traditions and cultural beliefs that have been barriers to women's education, healthcare, nutrition, and economic participation and in some cases even threaten their lives. This is illustrated most dramatically in the practice of dowry killings, in which husbands, often in connivance with in-laws, burn their young wives after a dowry dispute and then pass it off as an accidental death.

The gender barrier faced by Indian women begins even before birth, when it is manifested by a strong preference for male children.¹ According to 2001 census data, approximately 62 million Indian women are "missing"—victims of foeticide, infanticide, maternal mortality, and discriminatory access to food and medicine. Although India's national gender ratio improved marginally from 927 women per 1000 men (in 1991) to 933 (in 2001), the northern Hindi-belt (Punjab with 874, and Haryana with 861)² saw an intensification of the gender imbalance, even in the states with rising literacy and per capita income.

Throughout childhood, gender inequality continues to affect girls' lives through differential access to nutrition and healthcare. Again, this is difficult to measure, but is revealed by comparison of age one to five mortality rates for girls (37 per 1000) and boys

¹ This is documented in the International Institute for Population Studies (IIPS) and ORC Macro 2000, p. 119-122.

² Sex ratio figures are from Banthia 2001, p. 83-91.

(25 per 1000).³ According to the World Bank, over 30 per cent of all deaths in India occur among children under 5 and, “despite their innate biological advantages, more girls than boys die.”

Girl children are also given fewer educational opportunities. 74 percent of girls aged 6-14 and 83 percent of boys were attending school in 1998-99, and the disparity is much greater in the northern Hindi-speaking states.⁴ Low rates of school attendance by girls are reflected in low literacy rates for Indian women later in life. Nationally, literacy rates have shown significant improvement from the 1991 census both in terms of percentages and the slowly decreasing gender gap, but still just 54 percent of women above age seven and 76 percent of men are literate. Once again, this gap varies widely by region.

Rajasthan has a literacy rate of just 44 percent for women and 76 percent for men, while the southern state of Kerala has literacy rates above 85 percent for both men and women.⁵ Women’s education has been shown to have a strong positive effect on children’s health and nutrition in many places, and this is illustrated by a huge differential in under-five child mortality for the children of illiterate women (123 per 1000) and women with at least a high school education (37 per 1000).⁶

Discrimination against Indian women is also manifested in limitations on economic participation and in restricted autonomy more generally. The significant contribution that women make to family subsistence and earnings, especially in poor households goes unrecognized and is poorly reflected in the official statistics. The official data is confined to monetized work and does not take into account women’s household labor that takes place outside the market, such as collection of water, fuel and fodder; cooking, cleaning, care of the children and the elderly; unpaid work on family land. Women’s work is largely characterized by self-employment, under-employment, and low wages. They work primarily in low productivity and low wage sectors reflecting the marginal opportunities available for women. Household responsibilities, lack of education, cultural norms, restrict women’s working hours and mobility which affects their choice of sectors and are restricted to technologically unsophisticated sectors.

Even more striking are the responses to questions on women’s autonomy. For example, only 52 percent of ever-married Indian women report that they are involved in decision making on their own healthcare, 32 percent can go to the market without permission, and 60 percent have access to money.⁷ All these figures increase significantly among women working for cash, showing that programs designed to help women participate in the market can help increase both their economic independence and household autonomy.

Although difficult to measure, violence against women continues to be a major problem in India. NFHS-2 found that 21 percent of ever-married women had been beaten or physically maltreated since age 15.⁸ Another study of domestic violence based on

³ IIPS and ORC Macro 2000, p. 188-191.

⁴ IIPS and ORC Macro 2000, p. 33.

⁵ Banthia 2001, p. 115-120..

⁶ IIPS and ORC Macro 2000, p. 187.

⁷ IIPS and ORC Macro 2000, p. 67.

⁸ IIPS and ORC Macro 2000, p.

interviews of a cross section of women at seven sites throughout India reported that 40 percent of the women surveyed reported experiencing at least one form of physical violence during married life.⁹ In addition, officially reported violence against women has increased dramatically in recent years, although it is unclear if this represents an increase in actual crimes or a greater willingness of women to approach the police.¹⁰ Whatever the actual prevalence and trend, violence against women is an assault on women's human rights and inhibits their participation as productive members of society.

Trafficking of women and girls is another problem that continues to plague India, as it does many other countries. Estimates place the number of commercial sex workers in India at two million, of whom approximately a quarter are girls below 18 years of age who have been kidnapped and sold to brothel owners.¹¹ Anecdotal evidence suggests that trafficking of girls is increasing, encouraged by the demand of brothel clients for young girls, often associated with myths surrounding cure of STD and HIV/AIDS.¹²

The specific problems faced by Indian women fit within the larger population, health, and poverty problems that India continues to struggle with. India's population of one billion is currently growing at 1.9 percent. With about 40 percent of the population below 18 years of age, the population growth momentum is huge. The combination of the population base, age structure and momentum make decreasing the growth rate a key development issue for India for the next several decades.

Infectious diseases including HIV, polio and tuberculosis are important public health issues in India. Estimates place the number of HIV infected people at 3.7 million nationwide, although this could be underreported by as much as a factor of 10. In India, two million children die annually from preventable disease. Fifty percent of the mortality is neonatal. Childhood diseases include measles, pneumonia, diarrhea and tetanus with poor nutrition as a cofactor in both infant and child mortality.

Despite slow progress over the years and the development of a vibrant middle class, poverty remains a huge obstacle for India in achieving its human development goals. According to the UNDP's 1999 Human Development Report, 52.5 percent of the India's population lived on less than \$1 per day (1985 PPP\$) and the 1997 GNP per capita was just \$370.¹³ It is frequently claimed that one-third of the world's poor live in India. Poverty is one of the root causes of the obstacles to education, health, and safe livelihoods faced by Indian women, and any comprehensive program designed to address gender issues must take poverty into account.

⁹ International Center for Research on Women 2000b, p. 8-10.

¹⁰ Menon-Sen and Kumar 2001, p. 71.

¹¹ New Concept. 1998. *Situation Report: Trafficking of Children for Prostitution*. New Delhi: Department of Women and Child Development.

¹² Bhamathi 1996, p. 15.

¹³ UNDP 1999, p. 147, 182.

III. The Importance of Adopting a Gender Perspective

There are many causes of inequality, inequity, and impoverishment in India. However, there is no doubt that gender differences and attitudes towards women are critical factors that cut across and exacerbate other sources of discrimination. Despite progress over the past generation, most Indian women face serious disadvantages in economic, political, social and human security terms. This disadvantage both leads to and results from economic exclusion. It may even result in violence and death of the woman. Although poverty and discrimination based on class and caste affect both men and women, women find themselves doubly discriminated against.

A. Women's Rights as Human Rights

The concept of Human Rights is enshrined in international agreements beginning with the Universal Declaration of Human Rights (1948). There are a number of international instruments that relate to human rights of women including: the Convention on the Elimination of all Forms of Discrimination Against Women; the Convention on the Rights of the Child; and the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the UN Convention against Transnational Organized Crime. The 1993 Vienna Declaration on Human Rights recognized the human rights of women and the girl child as part of universal human rights. Despite the existence of international instruments guaranteeing women equal rights, in India social acceptability of gender-based abuse and discrimination coupled with lack of enforcement processes and inconsistent political will undermine the human rights of women. The existence of gender-based violence and abuse of women's basic human rights that may end in death of the woman or girl or her coerced sexual or economic exploitation is not acceptable.

B. Gender and Development Impacts

The case for promoting women's rights and opportunities as an effective development investment is strong. Gender-based violence, trafficking, denial of equal access to education, inheritance or economic benefits, and entitlements impedes development. Handicapped by denial of their rights, women's productive contribution is greatly lessened and families and society suffer as a result. Gender is germane to all sectors of development.

- Women have traditionally had a large role in farming, which is increasing as more men migrate to cities for work. There is potential for significant increases in agricultural production if women are better informed and have improved access to electricity, water and other agricultural inputs.
- Women make a major contribution to household income. A relatively modest increase in Indian women's earned income will boost demand for goods.

- Increased access to natural resources, energy and water will increase women's opportunity to participate in income generating activities and employment.
- Girls' basic education has been found by the World Bank to have the highest rates of economic return of any social investment.
- HIV/AIDS has immense social and economic costs. In India, HIV/AIDS is linked to gender, age and sexual transmission. Sexual violence, including trafficking of women and girls for sexual exploitation is an important factor in the transmission of the HIV virus.
- The physical and societal abuse of women and girls is a significant human rights, public health and development issue with serious economic and social costs. A USAID funded study of Nagpur finds that domestic violence often prevents women from working for a period of time or at least of being less productive, with negative impacts on the women's household income and on her natal family's income and savings. When formally employed, domestic violence results in lost productivity.¹⁴ The cost of domestic violence to the country may be substantial.
- The proven capacity of women to form and maintain self help associations can add value and sustainability to energy, environment, urban infrastructure and HIV/AIDS initiatives.
- Women are in a position to bolster the small enterprise sector if sound policies and business training are coupled with microfinance systems. Their strong record of repayment can encourage the conventional private banking system's increased provision of credit to the poor, resulting in economic growth and equity.
- Information technology is an important development tool that can be used to benefit women. At the same time women's access to and participation in IT can increase their contribution to the economy.

IV. A Mission Strategy on Gender: Integrating Gender into Sectoral SOs and Gender Specific Activities

A. Integrating Gender into Sectoral SOs

Many Mission programs already have a positive impact on women and girls. In some cases, the Mission may be doing more than it realizes and reports. If the gender dimension is more clearly and deliberately articulated, analyzed, implemented and reported upon, not only will the impact on women be greater, but also the achievements of the entire Mission portfolio will be enhanced.

¹⁴ ICRW 2000b, p. 25-6.

To ensure that gender issues are addressed intentionally and as effectively as possible, the Mission should have an explicit overall strategy framework for addressing gender. It should include both mainstreaming gender into the Mission's sectoral strategic objectives and some separate activities directed toward the problems of women and girls.

The Mission's new strategy for India may focus on four areas: 1) Economic Development; 2) Health; 3) Energy and Environment; and 4) Gender Equity. Gender considerations should be mainstreamed and addressed in the first three emphasis areas. The following are some selected possibilities.

1. Economic Development, Public Finance and Gender

SO-11: "Increased Capacity of Financial Markets and Governments to Transparently and Efficiently Mobilize Resources"

Assuming the sanctions are lifted, the following three elements appear to be the likely foci of USAID work in economic development in the new strategy:

- Public Sector Fiscal Reform
- Private Mobilization of Resources and
- Information Technology (IT)

Poor fiscal management, especially at the state level, is currently a threat to India's development. India's states are caught in a vicious cycle of fiscal crisis, low growth and rising poverty. Some of the primary causes are poor revenue collection, high subsidies for food and energy, and lack of public enterprise reform. These in turn lead to insufficient funds for desperately needed infrastructure investment. The strategy currently under consideration addresses fiscal management at the state level, including revenue and expenditure management, infrastructure financing to support public and private sector partnerships, privatization and public enterprise reform.

The private sector lacks the capacity and mechanisms to mobilize resources. The Mission proposes to assist the private sector financial markets to more efficiently mobilize resources by improving the capacity of formal and informal financial markets. This includes the securities market, insurance and pensions schemes and microfinance institutions. Information technology will ultimately be incorporated into programs in all sectors, but at this time, it is the primary responsibility of the economic growth team.

Policy changes can have profound and widespread impacts. A major challenge for the Mission is to anticipate, track and analyze its policy work taking people level and gender differences into account, since changes in economic policy frequently affect men and women differently. If sanctions are lifted there is a possibility that the economic, trade and growth related programs will expand, making a gender aware approach to policy analysis even more important.

Gendered analysis of economic policy requires specific expertise exists in India. Both UNDP and UNIFEM are working with Indian economists on gender-based budgeting and the Mission could get the services of consultants for short-term assignments to help with gender analysis of policy reform activities. Specific areas in which a gender perspective is especially relevant include:

State Fiscal Reform: Reforms cannot automatically be assumed to benefit women. A gendered approach to fiscal reform requires careful analysis of the expected winners and losers in advance of the reform process. It will be necessary to monitor changes to revenue and expenditure policies to see whether women have benefited, for example, by increased spending on reproductive health.

Private Sector Financial Markets: Selected groups of women, as much as men, will benefit from more effective, accessible and transparent capital markets. Gender specific activities in this sector might include financial literacy training for women's groups interested in increasing the return on their savings. This would increase women's financial independence and perhaps could be linked to microcredit programs.

Pensions: Improvements in pension schemes at all levels have potential to be advantages for both women and men employees. Gender dimensions include differential terms of employment. The extent to which women are disadvantaged by interruptions in formal employment for pregnancy and childcare is relevant. It also may be useful to track whether women actually control the income from their pensions when they receive them.

Microfinance: The Mission will support microfinance institutions that provide services in savings, credit and insurance. There is evidence that poor women will take the opportunity, be reliable borrowers and benefit from such programs. However, the benefits for women should not be directly deduced from high repayment rates—women may feel so obligated to maintain their repayment schedule that they borrow money from local moneylenders. Women may also be used by their husbands to secure funds that the husbands appropriate or control. The design of microfinance systems, and in particular repayment and membership requirements, should include provision for monitoring impacts to ensure that poor women truly benefit. Special programs may have to be designed for very marginalized groups such as trafficked or destitute women, women who have no assets or those who do not come within the purview of mainstream development including backward communities and Dalit populations.

Information Technology: The India Parameters Setting Issues paper states, "The ways in which women's access, participation, and leadership are addressed will determine whether IT empowers women or contributes to their further economic and social marginalization." Information Technology has emerged

today as the single most important enabler for improving efficiency in delivery of services. There are two critical gender aspects of information technology. First, is the need to ensure that women are not left out of the information technology age as users. The second is how information technology can be used to improve services, networks and support systems for women.

As part of its gender strategy, USAID/Delhi could consider use of IT to make the decentralization process more effective at the panchayat level. Interventions might include IT training for women pradhans (elected leaders) in activity management and monitoring to enable them to participate in panchayats more effectively. IT could also be used to link up several panchayats through local area networks (LANs); develop interactive programs to provide information on government run schemes, legal issues, health and family planning services. Running IT kiosks in both urban and rural or remote areas could provide access where the overall percent is still .05 of the population.

According to the Center for Social Research in Delhi, the government IT policy mentions use of IT to promote responsive and transparent governance. However, little effort has gone into imparting basic literacy skills, computer training, and content in a manner that will be understood by the near illiterate populations in rural areas. Information technology could also be used to introduce computer assisted learning in newly-created states such as Jharkhand where literacy rate for women is as low as 8%.

Agriculture and Food Security: If the Mission obtains additional resources and decides to explore investments in agriculture and food security, there will be many opportunities to include a gender dimension from the outset. Women are heavily involved in farming in India and as men move to the city their responsibilities increase. Yet, women are often by-passed by extension programs. Women also maintain primary responsibility for household food security. With additional access to information and agricultural inputs and extension services, the impact of women's contribution to agricultural production and household food security can be increased significantly. Investments in food security in places known as high source areas for trafficking of women and where livelihood depletion is a concern could be piloted through USAID has had experience incorporating gender into agricultural programs in many parts of the world, some of which could be useful to India.

2. Health and Gender

SO 2 "Reduced fertility and improved reproductive health in North India"

SO 3 "Improved child survival and nutrition in selected areas of India"

SO 7 "Reduced transmission and mitigated impact of infectious diseases, especially STD/HIV/AIDS, in India"

The International Conference on Population and Development (ICPD) in Cairo in 1994 and the Fourth World Conference on Women in Beijing in 1995 resulted in important international agreements that have been joined by the United States. These agreements call for programs to put aside demographic targets and focus on the needs and rights of individual women and men. The objective is to promote a comprehensive reproductive health and rights approach and to promote women's empowerment and gender equity.

In India, major constraints to improvements in reproductive health and child survival, to increases in practice of family planning and to the prevention of HIV include inadequate service outreach, infrastructure and quality and the inability to meet demand in some areas. Religious, medical and cultural issues associated with male preference and lack of educational and economic opportunities for girls and women, combined with widespread violence against women are further barriers to family planning use, improvements in reproductive health and child survival and curtailing the spread of HIV and other infectious diseases.

USAID India has a large number of activities directed to reduced fertility and improved reproductive health (SO2); improved child survival and nutrition (SO3); and reduced of transmission and mitigated impact of infectious diseases, especially HIV/AIDS (SO7). Gender is a key element in all these programs.

The clients of all of these types of health related services are primarily women and children. However, the most important gender aspect stems from the impact of women's status on the achievement of their objectives. Women's education and role in family decision-making plays a critical role in the demand for smaller families and the use of family planning, and in the health and nutrition of children. It is the low value placed on females that is responsible for the high rate of female foeticide. In addition, women's low status and vulnerability to abuse renders them at high risk for HIV infection. Both gender and age are becoming key elements in the rapid spread of HIV. The trafficking and sexual abuse of women and girls, linked to their poverty and vulnerability as females, provides an environment in which the victims are at increased risk of contracting HIV.

The unequal power relationship between men and women and the resulting low status of women is an important contributor to the success or failure of family planning programs, women's reproductive health and mortality, the health and education of children, female foeticide and the spread of HIV.

USAID/India has taken some account of women's roles and needs in its population, health and HIV/AIDS and infectious disease SOs. Because the status of women is so inextricably linked to the success of family planning, reproductive health, child health and HIV prevention programs, it is important that PHN SOs extend their programs as far as possible to incorporate women's needs and roles. In the new strategic planning period, there are a number of further opportunities to mainstream gender issues into these programs that can enhance their effectiveness as well as make them more sensitive to women's needs.

USAID's Center for Population, Health and Nutrition (PHN) has developed a Guide for Incorporating Gender Considerations in USAID's Family Planning and Reproductive Health RFAs and RFPs which is an important tool for design of family planning and reproductive health programs. This "tool is meant to guide design teams through a process of thinking differently about how to meet the challenges of developing high-quality, client-centered, and sustainable reproductive health programs". The Guide provides gender-related goals, strategies and questions for RFA/RFP Designers and specific examples of USAID-supported family planning, reproductive health, and HIV/AIDS programs that do incorporate gender in the project design and implementation. Included in the guide is a case study of an HIV/AIDS centered project called "Stepping Stones" that combines community training methodology, relationship skills and a strong reproductive health and gender equity element. The project uses 8 strategies that are outlined in the PHN Center Guide.¹⁵

Based on discussions within USAID/New Delhi, with outside NGOs, partner cooperating organizations, women's groups and UN Agencies, the following areas offer potential for strengthening the focus on gender in the population, health, nutrition and HIV/AIDS programs.

Male Responsibility: In some cases, gender issues must be addressed through work with men on male responsibility for family planning, male concern with female reproductive health and child health and male sexual behavior. This is an area on which the G/PHN Center has begun to work. One of the strategies for the Stepping Stones project in Africa is the involvement of both sexes in the articulation of their problems and the development of solutions.

Adolescent Programs: Innovative pilot projects with adolescents focused on discussions of their values and attitudes toward each other, toward responsible sexual behavior and parenthood have been tried by CEDPA. These programs fill a critical gap since there is no forum for children reaching puberty to learn even basic facts about sexual health or reproduction. These pilots, supported to date with non-USAID funding, could possibly be brought into mainstream USAID population or HIV prevention programs. Research in Rio de Janeiro identified ways in which to measure boys' "gender equitable" attitudes.¹⁶ Indicators could include proportion of men involved in children's healthcare services or who attend reproductive health services.

Gender based violence : Women in many circumstances are exposed to gender-based violence that may seriously impact their reproductive health, including transmission of STDs and HIV and the health of their unborn children, their relationships, and physical and psychological security. An example of a

¹⁵ Interagency Gender Working Group, 2000. This excellent resource is available online at <http://www.measurecommunication.org/igwg/rfa_guide/RFA_guide.pdf>

¹⁶ Barker, Gary. 2000. "Gender Equitable Boys in a Gender Inequitable World: Reflections From Qualitative Research and Programme Development in Rio de Janeiro." *Sexual and Relationship Therapy*, Vol. 15, No. 3: 263-282.

programmatic intervention to address this is sponsored by the International Rescue Committee using participatory research and peer outreach to organize camp communities among refugee women in Tanzania to address gender-based violence in the context of reproductive health counseling and medical services. Programs could also be designed to “empower” women, increase their “space” and negotiating capacity and to link with anti-trafficking programs to reduce the risk of child sexual exploitation.

The Title II program in India, implemented primarily through CARE, currently focuses on nutrition, health retention of girls in school, micro-credit, agriculture and natural resources and vulnerable groups including women. CARE USA has developed a gender equity program that CARE/India is now trying to take forward. The Title II program offers an opportunity for a pilot experiment in one block combining reproductive health and child nutrition with efforts to identify and address domestic violence. This would involve specialized training for the anganwadi worker to identify domestic violence, referrals for the women to other services and the organization of village women to confront the issue. CARE could be encouraged to maintain and analyze sex-disaggregated data to study child survival patterns and trends.

Food Security: Lack of food security has been cited as a contributory factor in female migration. Women who need to migrate for work are at increased risk for being trafficked. USAID/New Delhi has a Title II food program implemented through CARE and CRS. It may be possible to target some CARE and CRS activities to reduce women’s vulnerability in regions that are known to be high source areas for trafficking (e.g., Karnataka, Andhra Pradesh, Maharashtra, Tamil Nadu and West Bengal).

Group Mobilization: Community groups, especially women’s groups, are a powerful force for protection of other women and for helping to solve disputes within families that may involve domestic violence and within communities and for promoting health and nutrition. These groups can be mobilized to help articulate the needs of women and also to develop solutions.

HIV/AIDS and Trafficking: HIV/AIDS, gender-based violence and trafficking for sexual exploitation are all USAID priorities. They are linked by the nexus of female vulnerability and sexual violence. The HIV/AIDS program of USAID/New Delhi has begun to work with sex workers and brothel owners to distribute condoms. However, it has not looked at related issues of trafficking to date. Trafficked women come from desperate environments and they are further economically and psychologically weakened by their coercion into prostitution. Unable to negotiate consistently for safe sex, they are among the highest risk group for contracting the HIV virus. It is important that HIV/AIDS prevention strategies target girls and women who are vulnerable to trafficking using not only a public health, but also a human rights based approach. DFID has a planned project linking trafficking and HIV/AIDS in 10 states in India and UNDP is also

exploring these linkages. Some collaboration with these other donors might be possible.

3. Energy, Environment, Urban Development and Gender

SO4: “Increased Environmental Protection in Energy, Industry and Cities”

The Mission has activities on environmental protection, energy production, urban infrastructure, rural electricity, water, and sanitation. There are numerous gender implications and opportunities to have positive impacts on women’s lives in these areas.

Most of the interventions suggested below involve small-scale investments in local physical infrastructure. These could be financed either through direct expenditure by the Mission or through existing USAID-supported community microcredit groups. Depending on the ability of local panchayats to raise revenue, it may also be possible for some projects to be locally financed with technical assistance or other support from USAID/New Delhi.

Power Sector: India faces a shortfall in power generation, caused in part by the failure of state electricity boards to price electricity at a level sufficient to ensure cost recovery. This shortfall results in frequent residential power cuts, which are likely to affect women and children disproportionately. The Mission can have a significant positive impact by supporting community or household level investments in alternative energy sources such as solar, wind and biomass conversion. Sustainability can be increased by combining these investments with training in maintenance and repair of micropower facilities.

Clean Fuel: Among poor households in both rural and urban areas, cooking is frequently done on wood fueled stoves. This not only contributes to deforestation and air pollution, but also has serious health consequences for the women who spend the day breathing smoke in a closed environment. At the simplest level, the latter concern can be addressed by the addition of a tube that acts as a chimney. To deal with these problems more comprehensively, the Mission should promote and finance community or household level biomass plants that would generate methane to be used for cooking. Again, providing maintenance and repair training would help ensure local ownership and sustainability.

Water: As in many other developing countries, women in India are the primary collectors and users of the household water supply. In many rural areas, distant water supplies mean that women spend a significant portion of each day procuring water for the household, and thus women stand to be the primary beneficiaries of new wells, which could be financed through USAID programs. USAID has successfully involved women in watershed management in Lebanon and Morocco, and could likely do so in India by helping local women’s groups

address the use of water resources for irrigation and household use.¹⁷ Pilots in rainwater harvesting and ground water experiments could also be replicated from states such as Rajasthan.

Sanitation: Women are usually responsible for household sanitation and are the primary stakeholders in efforts to ensure safe and convenient sanitation procedures. Possible investments in sanitation include household or community latrine facilities, which not only improve sanitation, but also increase women's safety and privacy by providing them with nearby private facilities. With forethought, such latrines could also be part of a biomass plant that produce methane for cooking fuel or power generation, as discussed above. Training women in low cost toilet construction could provide income opportunities in both urban low income settlements and rural areas.

Urbanization: The Mission is working on urban housing, water and sanitation strategies and will continue to assist finance infrastructure improvements based on community demand. Women's community organizations have played an important role in identifying neighborhood needs, including those listed above as well as street lighting for improved security, and housing resources.

B. Gender as a Distinct Agenda

Gender inequity is a significant factor in India with important implications for development. The need for some activities specific to women's roles and needs that are not covered in the above sectoral strategies remains. Based on interviews within the mission and with women's groups, NGOs, cooperating partners, and other donors, several gender issues emerged as key from two viewpoints: human rights and development effectiveness.

They are:

- Violence against women
- Trafficking of women and girls
- Education of girls and Child Labor
- Information technology
- Training of female elected officials

Priority Gender Issues

Violence Against women

In discussions with outside NGOs and other donors, violence against women—ranging from psychological violence to physical beating, honor crimes, foeticide and in the extreme to dowry killing--surfaced continually as a critical gender issue in India. Violence against women is pervasive and seen as acceptable or at least inevitable by

¹⁷ For more information on incorporating gender into water and sanitation programs, see Fong, et al. 1996. (available online at <www.worldbank.org/gender/known/wstlkt4.pdf>)

many people, including women themselves. It is an abuse of women's human rights. It is a public health issue, affecting women and sometimes their unborn children. It also has economic and development implications because it frequently interrupts women's work in the market or in the household. Several years ago, USAID supported a landmark study on domestic violence against women in India that played a key role in the drafting of domestic violence legislation.

This is a critical issue in India and we believe that USAID/New Delhi should continue to address it. There are many levels on which it needs to be approached: policy, legislative, institutional, public, and local. One of the most urgent needs is for a support system for women who are abused and wish to leave an unsafe environment at home or to lodge a complaint, but have nowhere to go. USAID/New Delhi could consider supporting a cost and feasibility study for various types of shelter or support systems for abused women and setting up an experimental pilot shelter or support system. This could make a valuable contribution to help jumpstart development of needed support systems. USAID could also support a quick stocktaking of which support mechanisms exist for both middle and low income and trafficked women and girls in the major metropolitan areas, the findings of which could be useful as an advocacy tool. Working with partners who were active in the study on domestic violence, the Mission could build on past success and keep the momentum on this issue moving.

Trafficking in Women and Girls

The trafficking of women and girls for sexual exploitation is a human rights abuse. In India, this phenomenon reflects the nexus between the many conditions that affect women, as well as factors like corruption and lack of enforcement. Among the gender specific factors underlying trafficking are the acceptability of violence against women, their low value in society and their lack of economic opportunity which is leading to increasing female migration. Males also are trafficked within the region, but the problem remains largely female one. Girls and women are preyed upon by traffickers throughout the South Asia region, sometimes with the complicity of their own parents or relatives. Although much attention has been given recently to trafficking across borders, most of the trafficking problem in India takes place within its borders.

Trafficking for sexual exploitation is also linked to the spread of HIV/AIDS. Among commercial sex workers in Mumbai the HIV prevalence rate is estimated to be 60%. (source DFID – check) The age of those who are trafficked into prostitution appears to be getting lower and girls between 12 to 16 years of age are estimated to comprise more than 60 percent of those trafficked for sexual purposes. (from DFID – get source or better referenced stat.) Trafficked girls are particularly vulnerable to HIV because they are the least able to negotiate safe sex, their own reproductive health and the overall working conditions in brothels.

Trafficking is currently of great concern within the USG Administration and Congress. It is both a human rights abuse and an impediment to development. The human rights aspect is clear. Its developmental link includes, increased spread of HIV, increased

vulnerability for the women's children, increased opportunities and incentives for corruption, increased criminal activity, and denial of the women's participation in the formal economy. Because of its prevalence within the country and its multi-faceted impact on development, it should remain high on the Mission's agenda.

Trafficking is a complicated phenomenon that should be dealt with as a separate gender issue and as an element of other SOs. The mission is currently using the SARI/Q regional mechanism to support direct anti-trafficking interventions within India. These activities should be continued. In addition, possibilities for collaboration between SARI/Q activities and other Mission sectoral programs could be explored. We believe it would be very helpful, however, during this next strategic period to have anti-trafficking efforts as one potential activity under an SPO on women's participation so that it could continue should SARI/Q be downsized, and so that it is an explicit and visible issue within the mission's new strategy.

In addition, to direct anti-trafficking interventions, the HIV/AIDS work in USAID/New Delhi should link to anti-trafficking efforts. An example is the planned project by DFID linking trafficking of women and girls and HIV/AIDS in ten states. DFID's strategy is based on an approach to HIV prevention that includes reducing women's vulnerability through empowerment and the reduction of trafficking in India. DFID will support advocacy programs for anti-trafficking initiatives, information and action-research, community level work to reduce the vulnerability of women and girls to trafficking and HIV/AIDS. UNDP's HIV Division and UNAIDS is also planning interventions based on the links between trafficking and HIV and so is the National AIDS Control Organization set up by the GOI. A common ground might be a joint project against child trafficking using "peer educators" from the USAID supported HIV/AIDS program.

Information Technology and Gender

A number of gender specific implications of information technology have been dealt with in the section under Economic Development, Public Finance and Gender since the Office heading that SO team has responsibility for IT. However, this should not rule out some distinct gender activities related to IT. The G/WID Office has supported a study of IT and Gender and plans to do further work in this area.

Training of Women Elected Officials

Decentralization of power to the local and municipal levels began with the 73rd and 74th amendments to the Indian Constitution in 1992. Currently, the commitment to decentralization varies widely by state and there are problems of securing enough revenue to fulfill new responsibilities. Nonetheless, there is optimism that the reservation of one third of local elected offices for women would result in women's increased political empowerment and changed local spending priorities. Challenges remain, however, and anecdotal evidence suggests that many newly elected women are either reluctant to speak out or are fronts for their husbands in local fora.

With effective training on political participation, public speaking, and issues relevant at the local level, new women pradhans can overcome these obstacles, begin to find their own voices, have an impact at the local level, and prepare themselves for political involvement at a higher level. USAID/New Delhi could maximize its impact in such training by helping to develop curriculum and offering technical assistance to local NGOs that could offer workshops to women political leaders at the block level.

Child Labor and Girls Education

India's child labor force is the world's largest, and although numbers are disputed and vary widely, it is estimated that 60 percent of child workers are girls. The agriculture sector employs the most child labor. USAID views all out-of-school children as workers or potential workers, and takes a children's rights approach to the problem that assumes that all children have the right to education. Within this context, free quality primary education to all children is part of the solution. Although this goal is still a long way off, USAID/New Delhi has supported efforts to prevent child labor by supporting quality education, with a specific focus on girls. It is unclear if these activities will be continued in the new planning period.

Given the magnitude of the problem, the wealth of opportunities for partnering with local and international organizations concerned about child labor, and the emphasis placed on the problem by the USG, there is a strong case for continuing to fund primary education activities designed to reduce the prevalence of child labor. To maximize impact, education programs could be targeted towards regions or sectors in which large numbers of children are employed. Because girls' enrollment rates continue to lag behind boys' and girls' primary education has been shown to have large social returns, it makes sense to continue to focus primarily, although not necessarily exclusively, on girls education.

Education

If the Mission decides to support activities on higher education and university linkages there should be links with female participation. Similarly, if there is work with urban schools, attention can be given to enrollment and retention rates for girls.

Identifying Strategic Activities to Address Gender

The low status of women, their lack of public and domestic power, and their lower quality of life are deeply embedded socially. USAID/Delhi alone cannot change long-term discrimination against women and girls. However, there are strategic activities that the mission can undertake that will have a multiplier effect. An example is the study of domestic violence in India, initiated and carried out by Indian NGOs, overseen by a national committee, and supported by USAID/New Delhi and USAID/G/WID. The findings were used effectively as an advocacy tool and helped lead to new legislation on domestic violence. Such strategic interventions should be identified for USAID support. In addition USAID has many allies, including Indian organizations and other multilateral and bilateral donors.

Criteria for selecting strategic interventions focused on gender include:

- significance of the issue
- timing in the evolution of the issue
- potential catalytic or multiplier effect
- location of the activity in relation to other initiatives
- level of support from organizations or networks involved
- comparative advantage of USAID.

Using Gender as an Organizing Principle for Multi-sectoral Linkages

There are strong possibilities for synergies between gender-based approaches and other Mission sectoral programs. In some cases, focusing on women's organizations can provide an organizing principle for approaching local community management and services, in environment or health or energy. Supporting improvements in women's status and opportunities can provide a focus for combating trafficking and the spread of HIV/AIDS. There are examples, some already present, some potential, for mutually reinforcing connections between gender emphases and sectoral objectives, including:

- domestic violence and reproductive health
- trafficking and HIV/AIDS
- women's organizations and management of urban sanitation
- IT and women's participation in the economy
- decentralization and training of female elected councilors

V. A Women's Empowerment SPO

One of the tasks of the assessment was to provide recommendations on how to implement these gender specific activities and at the same time ensure that gender is integrated into the sectoral SOs. There is an argument that the Women's Empowerment SPO (9) should be dropped because the Mission can rely on the regional SARI/Q mechanism through which to address gender issues. SARI/Q is an excellent and flexible instrument and one which the Mission should continue to use. However, it is a mechanism rather than a strategy and is primarily dependent for continued support on the ANE Bureau. It is possible that the proposed Agency reorganization could have implications for the management and/or location of regional projects. There is the danger that, by relying only on SARI/Q, gender issues could be marginalized within the Mission's overall strategy and reporting. Although SARI/Q is an extremely useful tool for promoting gender equity, we recommend that the Mission should not rely solely on SARI/Q for the life of the new strategy. Gender is such an important issue in India that the Mission should make women's empowerment an explicit part of its bilateral strategy for the next five to ten years. This can only be done formally through adoption of a SO or SPO that specifically addresses gender issues.

VI. Conclusions and Recommendations

1. Gender considerations should be integrated into all Mission sectoral activities. Examples have been suggested earlier in this paper.
2. There also should be some distinct gender specific activities, such as trafficking, violence against women, girls education and child labor, training of women officials and IT.
3. The mission should have a separate SPO or SO on Women's Empowerment so that it is an explicit part of the new Mission strategy.
4. The mission should continue to use SARI/Q as a mechanism to support regional and some bilateral activities on gender.

The following are additional specific operational suggestions for addressing gender issues in the Mission's program.

Impact Evaluations: The Mission should put more resources into impact evaluation in order to measure the sometimes complex impacts of its work on people including women.

Strategy Development and Procurement Processes: The ADS now requires that gender be incorporated in SOWs, RFAs, bidding processes, contracts all these processes. It requires that those who compete for USAID work need to indicate, and will be assessed on, how they intend to deal with and incorporate gender into the implementation and their plans to measure the results. A summary of the ADS gender requirements is attached as Annex 3.

A Mission Gender Team: The Mission currently has a Women's Initiatives (WIN) Team which comprises of USAID officials from various offices, who as a team were tasked with the responsibility for the achievement of the Mission's Special Objective on Women's Empowerment. The way the team was designed, its role and functions were centered around the management of the SPO only, and no thought was given to how new skills acquired on gender and lessons learned could be applied/could flow back into the activities and SOs in their own respective offices. To ensure that Mission SOs are sensitive to the gender dimensions in their work, it is important that cross-learning between offices, cross-fertilization of ideas is more explicitly and deliberately facilitated.

A Mission gender team is necessary but some thought should be given to reconstituting it. It should however continue to operate under the aegis of the Office of Social Development (OSD). Organizationally there will need to be a strengthening of capacity of team members and clarification of roles and responsibilities. The OSD and the Gender Adviser should continue to serve as its secretariat and as its facilitators. In addition to OSD personnel, it should comprised one senior professional officer from each of the SOs, one senior officer from the Program Office, and anyone associated with SARI/Q. OSD should negotiate with SO Team leaders about SO representation. The team also

recommends that the Gender Adviser be part of, or be at least invited to meetings of other SO teams. Given the increased responsibilities involved in these recommendations, the Mission should consider approaching the G/WID Office about the possibility of obtaining an International Women in Development (IWID) Fellow for India.

External Gender Advisors: The Mission should constitute ad hoc external advisory committees for specific tasks. USAID/Delhi's links to Indian organizations and professionals who work on gender are excellent and on-going. USAID should build on the practice of using external advisors for specific topics and tasks. The size and scope of the committees should be decided on as appropriate to each topic or task and they should include members of NGOs, government, academia and the private sector. Advice by an outside council was used extensively during the study of domestic violence and contributed to its success. Such a process ensures full Indian participation in Mission initiatives, providing current perspectives, thinking, experience and research findings. It also facilitates and helps legitimize USAID/New Delhi's gender activities and increases the chances that they will be successful and sustained in the future.

Geographic Activity Locations: Criteria for selecting the location of sectoral projects may include size of the population, supportive infrastructure and capacity, opportunity to make a demonstrable impact, scale and urgency of need, synergies with other USAID programs, synergies and or complementarity with other donors, and potential for replication. A gender lens should be included in all of these calculations. The principal of co-location of projects to enhance impacts is also important. Situating family planning and health services in areas where there are girls education efforts by GOI or other donors might increase their effectiveness. It would also be helpful to concentrate some Mission activities in areas that have been identified as major sources of trafficking of women and girls. This could mean for example implementing an income generating project or vocational/skills training in an area where there are few opportunities for young women and girls and a high risk that they will be trafficked. There are areas in which training of locally elected women, PHN activities, child survival programs, improved water and lighting and security, child labor initiatives, microfinance, IT and others have the potential, in combination, to make a difference.

Pilot Projects: USAID cannot hope to provide services on a massive scale. Pilot projects that incorporate a gender perspective in the design from the outset can be more effective not only for the women involved, but also for their development effectiveness.

Cutting Edge Gender Research: There is a wealth of research on many aspects of the impact that women's contributions have on development and that development and society has on women. However, there are new issues emerging about which we need to know more. Selection of critical issues for research can lead to important policy, legislative or program design changes. For example, it would be helpful to know more about the specific industries and sectors in which women are involved in IT or what specific conditions in particular sectors are barriers to women's involvement. The impact of trade on gender in India is also an issue about which we lack specific knowledge. There is not enough known about the impact of microfinance on women beyond the

repayment rates which is the criteria on which the effectiveness of most programs is based. The effects of conflict, displacement and disasters on women, both the deepening of their vulnerability in the wake of disaster as well as their positive role in reconstruction should be studied.

In summary, there is both need and opportunity in India for continued work on gender issues, both as part of the Mission's sectoral programs and also as a distinct agenda. There are highly capable and willing partners among Indian organizations as well as among international NGOs and donors. The advent of a new Mission strategy provides the most opportune time to make gender considerations an integral part of the Mission's future program.

Annex 1: People Interviewed

Embassy

DCM

Al-Thibault

USAID/New Delhi

Mission Director

Walter North

Office of Social Development

Carla Barbiero

Renu Jain

Amita Joseph

Ashi Kathuria

Energy, Environment and Enterprise

Ram Berry

S. Padmanaban

N. V. Seshadri

Kavita Sinha (SARI/Energy)

Sandeep Tandon

Program Development and Economic Growth

Madhumita Gupta

Ashok Jha

Population, Health and Nutrition

Victor Barbiero

Bethanne Moskov

Regional Urban Development Office

Nabaroon Bhattacharjee

Alok Dasgupta

Renu Sehgal

Delhi-based Institutions

Dr. Avinash Ansingkar (PRIME/INTRAH)

Nandita Barwa (UNIFEM)

Beverly Brar (UNDP)

Neera Burra (UNDP)
S. K. Guha (UNIFEM)
Madhu Kishwar (Manushi)
Dr. Ranjana Kumari (Center for Social Research)
Marta Levitt-Dayal (CEDPA)
N. Madhuri (CARE India)
Kalyani Menon-Sen (UNDP)
Dr. Kanchan Sharma (Center for Women's Development Studies)
Barbara Spaid (Engender Health)

NGO Roundtable

Anita Anand
Sunita Dhar (UNIFEM)
K. Geetha (Sakshi)
Kalpana Vishwanath (Jagori)
Meera Khanna (Women's Initiative on Peace in South Asia)
Sona Khan
Kuhu Maitra (Population Council)
Rekha Mehra (Ford Foundation)
Jyoti Sanghera (Center for Feminist Legal Research)

Appendix 2: Documents Consulted

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Annex 3: ADS Gender Requirements

Gender Revisions to ADS 200s

Detailed below are the final gender revisions to the ADS 200 series. Each section has an ADS reference heading and a summary (in bold italics), followed by the official, agreed-upon ADS language.

I. Technical Analysis for Strategic Plans (ADS 201.3.4.11)

Gender analysis is a required component of all technical analyses undertaken during strategic planning and development of results frameworks.

Gender Analysis: Strategic Plans must reflect attention to gender concerns. Unlike other technical analyses described in this section, gender is not a separate topic to be analyzed and reported on in isolation. Instead, USAID's gender mainstreaming approach requires that appropriate gender analysis be applied to the range of technical issues that are considered in the development of a given Strategic Plan. Analytical work performed in the planning and development of Results Frameworks should address at least two questions: (1) how will gender relations affect the achievement of sustainable results; and (2) how will proposed results affect the relative status of women. Addressing these questions involves taking into account not only the different roles of men and women, but also the relationship and balance between them and the institutional structures that support them. For technical assistance and additional guidance, consult your Operating Unit or Bureau gender specialist or the USAID Guide Gender Integration and Analysis. **(See ADS 200.5 Guide to Gender Integration and Analysis)**

II. Planning for Performance Management (ADS 201.3.4.13)

Indicators and evaluations must reflect gender considerations when analyses performed as part of the strategic planning process indicate that (1) the activity or its anticipated results will involve or affect women and men differently and/or (2) this difference is potentially significant for managing towards sustainable program impact.

How Must Indicators and Evaluations Reflect Gender Considerations?

Men and women have different access to development programs and are affected differently by USAID activities. USAID seeks to understand these differences, both to improve the overall impact of its programs and to ensure that women, who traditionally have less access to loans and other economic goods than do men, can obtain the resources they need to improve their lives.

One way to understand the effect of gender on our development efforts would be to disaggregate performance information by sex. In practice, however, this is not always feasible or cost effective. The following requirements have been developed to ensure due consideration in assessing the relationship between gender and our development efforts:

Performance management systems and evaluations at the SO and IR levels must include gender-sensitive indications and sex-disaggregated data when the technical analyses conducted during the strategic planning stage demonstrates that

- The context, activity or its anticipated results involve or affect women and men differently;
- This difference is potentially significant for managing towards sustainable program impact

Such activities include, but are not limited to, humanitarian programs, microenterprise grants, and training programs. Where the people targeted by the activity cannot be easily identified (e.g., people who attend mass meetings, people who buy from social marketing program vendors, etc.), it may be too difficult to track and report sex-disaggregated data. In these cases, SO Teams are encouraged to refer to the **USAID Guide to Gender Integration and Analysis** for contextual indicators that may help them to assess gender impact indirectly.

It is highly recommended that SO Teams be aware that their activities may have significant differential effects by social group and watch to ensure that neither women nor men are disproportionately affected. For example, in a region where 8 of 10 farmers are women and there are certain social norms governing relations between the sexes, the SO Team should weigh the benefits of using male versus female agricultural extension agents. Similarly, policy changes can affect men and women differently, and SO Teams should look for unexpected effects that need to be addressed.

When gender technical expertise is not present in an Operating Unit, technical assistance is available from the Global Bureau's Office of Women in Development. **(See ADS 200.5 USAID Guide to Gender Integration and Analysis)**

III. Ten Steps in Activity Design (ADS 201.3.6.2)

When designing activities, technical analyses may be necessary to determine the most desirable outputs. Each type of analysis should specifically and appropriately address relevant gender issues.

Step 3. Determine the Major Outputs Necessary to Achieve Each Intermediate Result

... Various technical analyses may be necessary to make informed choices on the most desirable outputs... These may include economic, social soundness, environmental, technical, administrative, institutional, and cost-benefit analyses. Each type of analysis should specifically and appropriately address relevant gender issues. **(See ADS 200.5 USAID Guide to Gender Integration and Analysis)**. SO Teams and the approving official determine the type and level of analysis needed. Much of the needed analytical work is normally carried out as part of the preparation of the Strategic Plan **(See ADS 201.3.4.11)**.

IV. Pre-Obligation Requirements (ADS 201.3.6.3)

Activity Approval Documents must include a gender statement outlining the most significant issues and/or posing questions about gender issues relevant to the activity. This gender statement must be incorporated into the competitive RFA, RFP, or APS. If no significant gender issues have been identified, a brief rationale must be provided as part of the activity approval process. The Contract or Agreement officer then works with the SO Team to ensure that the relative significance of gender technical capacity is appropriately reflected in the technical evaluation criteria.

Gender. Activities designed following approval of the Strategic Plan must address gender issues in a manner consistent with the findings of the analytical work performed during strategy development. **(See 201.3.4.11b “Gender Analysis”)** Findings from gender analysis will help to determine how gender needs to be addressed in the activity. SO Teams should ensure that capacity of recipients to address the gender concerns identified during strategic and activity planning is duly considered before funds are obligated. For contracts and grants/cooperative agreements which are issued following a competitive process, this is accomplished by signaling in solicitation documents USAID’s expectations regarding gender expertise and capacity, tasking offerors with proposing meaningful approaches to address identified gender issues, and placing appropriate emphasis on gender-related elements of technical evaluation criteria. The following steps must be completed to address this requirement:

- 1)** For each activity subject to approval, the SO Team must, in one page or less, outline the most significant gender issues that need to be considered during activity implementation. These issues should reflect consideration of the following two questions:
 - a. Are women and men affected differently by the context or work to be undertaken?
 - b. If so, is this difference potentially significant for managing toward sustainable program impact?

The statement must describe how these concerns will be addressed in any competitive solicitations financed under the activity. (i.e. Request for Proposal (RFP) for acquisition and Request for Assistance (RFA) or Annual Program Statement (APS) -- Commodity procurements are excluded from this requirement.) The text of this gender statement is included in the Activity Approval Document.

- 2) If the SO Team determines that there are no significant gender issues, they must provide a brief rationale to that effect in place of the gender statement in the Activity Approval Document.
- 3) The Approving Official for the activity is responsible for ensuring that the gender statement adequately responds to item #1. In cases where no gender statement is made (see #2), (s)he must ensure as part of approving the activity that the rationale is adequate.
- 4) Before issuing or approving an RFP, RFA, or APS, the Contract or Agreement Officer will:
 - a. confirm that either the gender statement is incorporated into the resulting RFA, RFP, or APS requirements or that the rationale (#2) has been completed as part of activity approval;
 - b. work with the SO Team so that the relative significance of gender technical capacity to the Statement of Work or Program Description is appropriately reflected in the technical evaluation criteria.

V. Model Checklist for Pre-obligation Requirements (ADS 201.5B)

The Model Checklist for Pre-obligation Requirements has been revised to reflect the above changes to USAID gender policy.

- 6.b.** Are findings from the gender analysis adequately reflected in the activity design? *Has the one-page gender statement or justification been included?*

Annex 4: Title Page and TOC of “Guide for Incorporating Gender Considerations in USAID’s Family Planning and Reproductive Health RFAs and RFPs”

Note: This is currently available online in PDF (Acrobat) format, so we are unable to include it in this Word document. It will be included in the final version.